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REVISING AND UPDATING THE JEFFERSON TOWNSHIP SIMULATION MATERIALS. FINAL REPORT.

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A 1957 SIMULATION PROGRAM FOR THE TRAINING OF PRACTICING AND PROSPECTIVE EDUCATIONAL ADMINISTRATORS WAS UPDATED IN 1966 TO REFLECT EMERGING PROBLEMS AS WELL AS CHANGES IN SCHOOL ORGANIZATION, TEACHER SALARIES, AND OTHER ASPECTS OF ELEMENTARY SCHOOL ADMINISTRATION. THE REVISED PROGRAM INCLUDED--(1) SIMULATION ROLES FOR THE SUPERINTENDENT, FOR ASSISTANT SUPERINTENDENTS FOR BUSINESS MANAGEMENT AND INSTRUCTIONAL SERVICE, AND FOR ELEMENTARY AND SECONDARY SCHOOL PRINCIPALS, (2) TEAM PROBLEMS REQUIRING INTERACTION AMONG ADMINISTRATORS, AND (3) PROTOTYPE MATERIALS PROVIDING FEEDBACK ON DECISIONS. A SCHOOL-COMMUNITY SURVEY, POLICY HANDBOOK, FILMSTRIPS WITH BACKGROUND INFORMATION, A CURRICULUM ABSTRACT, TAPE-RECORDED INCIDENTS AS DECISION PROBLEMS, AND RELATED AUDIO-VISUAL ITEMS WERE AMONG THE MATERIALS DEVELOPED FOR TRAINING EDUCATIONAL ADMINISTRATORS. (JK)

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Columbus, Ohio

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OFFICE OF EDUCATION

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J.A.C.

I. Background of the Project

The original "Jefferson Township" Simulation Materials were produced in a study initiated in 1957 and originally called "The Determination of the Criteria of Success in Educational Administration."[1] This study, which was financed through a $250,000 grant from the Cooperative Research Branch of the United States Office of Education (O.E. Contract No. 214[6905]) was located at Teachers College, Columbia University and was sponsored by the University Council for Educational Administration (UCEA).

In order to study the administrative behavior and personality factors of elementary school principals in a controlled context, data were collected on an actual school district and a school system called "Jefferson Township." In the research project, 232 elementary principals from various parts of the United States became "principals" of the simulated Whitman Elementary School within the "Jefferson Township," and they made decisions about problems with which they were confronted.

An overview of the major aspects of the simulation materials can best be communicated by describing the experiences which the 232 subjects, who served as "principals" of the simulated school, actually encountered in the test situations:

> After the 'guided tour,' the principals turned to a survey entitled, 'The Jefferson School-Community,' a 152 page document which summarized the political, economic, historical, and social facts about the community. It also gave a general description of the school system with detailed information about personnel, instruction, funds, facilities, school-community relationships and related matters. After the principals had examined the survey, they were shown a sound-color film which depicted such internal aspects of Whitman School as faculty meetings, interviews with parents, and teachers working with classes. They were then given a floor plan of the school, a roster of all staff members in the school, personnel folders on the teachers and non-certified staff members, and the report of a special study of intra-staff relations within the Whitman faculty. Study guides were provided.

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1 For a report of the study see John Hemphill, Daniel Griffiths and Norman Frederiksen, Administrative Performance and Personality, (New York: Bureau of Publications, Columbia University), 1962.

Although the books and reports were available throughout the week as references, the principals completed the intensive study of the materials already described on the first day.

On the morning of the second day, several types of printed materials were given the principals: a staff handbook, a school board handbook, excerpts from the legal code controlling Jefferson Township, copies of the school census, a class-size list, pupils' achievement test scores, and a calendar of school events. A portion of the morning was spent in reading these materials with study guides. In addition, they were presented tape recordings of parent-teacher conferences, informal conversations of teachers, school board meetings, and other situations which are typical of a school system.

Each principal assumed the principalship of Whitman School on the afternoon of the second day. He began by preparing and making a recorded speech to the 'first meeting' of the Whitman School Parent Teacher Association. During the remainder of the second day, he wrote an autobiographical statement for the local paper and an article for the Whitman School magazine. On the third morning, each principal was seated at his desk which had the usual facilities including an in-basket. In the in-basket were placed items which the elementary school principal typically faces. Some were very routine problems such as a note from the secretary saying the business manager had telephoned and that he would be in the next day to check the heating plant. Other more complex problems involved delicate personnel decisions. One hundred and three in-basket items were presented on the third and fourth days of the week. In solving the various problems in the in-baskets, each principal wrote memoranda, made notes in preparation for interviews, prepared agenda, planned meetings, or noted other activities which, in his opinion, were appropriate. In each case, he made a written record of his act or plans for action and his reasons.

In addition to the in-basket items there were problem situations which had been recorded on tape. Thus, to simulate a situation demanding action, a secretary reported a problem to the principal in his office. As in the case of the in-basket, some of the taped items represented routine problems while others were more complex.

Three films of teachers instructing their classes in Whitman School represented still another type of simulated material. Each principal was asked to view the films and then to evaluate the teaching by filling out a probationary form for each teacher. He was asked to

> plan an interview with each teacher in which his purpose was to help her improve her instruction.
>
> In summary, then, a variety of simulated materials were used in an integrated fashion to re-create as nearly as possible the setting and problems of Whitman School. From a scientific standpoint, one great advantage of simulation was the attainment of standardized situations in which administrative behavior could be expressed. The 232 principals reacted to the same situations with the same instructions.[2]

The simulated materials resulting from the project just described were made available by UCEA in 1961 for use in administrative training programs. Providing a range of reality-oriented situations in which practicing and prospective educational administrators could practice decision-making and problem-solving skills, the materials represented a major innovation in preparatory programs for educational administrators. It is estimated that more than 20,000 students experienced the simulated situations during the 1961-66 period.

The major purpose of the project described in this document was to update and revise the "Jefferson Township" simulated materials. The need underlying the revision and updating of these materials stemmed from the fact that portions of them became increasingly obsolescent. Numerous professors felt that the materials did not deal with emerging problems in educational administration and that the data supplied in the "Jefferson Township" Simulation Materials were outdated by changes in school organization, teachers' salaries, and other information. Students were alleged to perceive aspects of the simulated situations as unreal, and this interferred

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2 Jack Culbertson and William Coffield (Eds.) Simulation in Administrative Training, (Columbus, Ohio: The University Council for Educational Administration, 1960), pp. 3-5.

with their thinking and decision processes and was judged to be detrimental to instruction.

The objectives of the project described in this report were, therefore, the following: (1) to identify the obsolescent characteristics of the "Jefferson Township" simulation materials with reference to (a) outdated information in the materials and (b) significant educational problems which had arisen since the initial simulations were undertaken in 1957; (2) to develop the necessary content and media specifications for revising and updating the Jefferson Township materials; (3) to have a group of experts assess and ensure the adequacy of the specifications; and (4) to produce and distribute the simulations materials in line with the revised specifications for use in universities.

Simulation roles were to be developed for the Superintendent, Assistant Superintendent for Business Management, Assistant Superintendent for Instructional Service, the Secondary Principal, and the Elementary Principal. In addition, attention was to be directed to the development of "team problems" which would require interaction among the various administrative role incumbents. Finally, the creation of prototype materials which would provide students feedback on in-basket decisions was another developmental goal of the project. The new products were to be called the "Madison" simulation materials.

Background information was to be collected and presented through a variety of media in order to create a common basis for the development of each of the roles to be simulated. Such information, when organized, was to provide prospective students evidence for decision making and to enable them to see relationships

between decision problems and their contexts and between theory and administrative facts. Background information specific to each of the five simulated roles was also to be developed.

II. Procedures for Development

Ten professors of educational administration from seven universities throughout the United States, consultants from the actual school district on which the simulation was based, personnel in the Speech and Photography Department of the Ohio State University, and staff members of the University Council for Educational Administration, Columbus, Ohio, were involved in the development of the materials. The ten professors from the various universities developed general background materials for the school and community, written background materials for the various roles simulated, in-basket items to which students could respond, tape-recorded problems, and filmstrips with accompanying taped narrations which could give students additional information and insight into the community, the school district, and the individual roles simulated. By drawing upon talent from a number of universities a development team uniquely equipped to take on the revision of the simulation materials was assembled and deployed. The products achieved in the project clearly could not have been achieved without the efforts of an inter-university team.

The UCEA central staff planned the project, defined the functions to be performed, and coordinated the work. Specific steps in the development process were the following:

(1) Data about those aspects of the Jefferson simulation materials most in need of updating were obtained through (a) an analysis of data in evaluative studies available in doctoral dissertations;

(b) a detailed study of the original "Jefferson Township" materials; (c) an opinion survey of professors who had used the simulation materials most extensively; and (d) an identification of those problem areas in educational administration which had emerged since the original production of Jefferson Township materials in 1957.

(2) Information was developed on the "Jefferson" School District and its community to serve as background for the various role simulations. This information was gathered by studying available written materials pertinent to the school district and community and through interviews with community and school leaders.

(3) In May, 1966, the project staff convened in Columbus, Ohio, to examine the background information developed. The information presented was designed to provide an overview of the school and community, school district changes effected during recent years, and current data on personnel policies, plant, program and financing, and Jefferson's plans for the future. In previewing and examining the information at the May meeting, suggestions for reorganizing existing material were made and background information needed but not yet available for the various simulated roles was identified.

(4) The project staff responsible for developing specific simulated roles organized the data obtained from procedures in (1) and (2) and developed detailed content and media specifications for revising the Jefferson Township materials.

(5) Project staff developing specific simulated roles visited "Jefferson," gathered necessary background data for given roles, and designed decision problems which were logically related to the general background data and to the background data specifically related to the role being simulated. The data and problems were presented through the appropriate written or audio-visual media.

(6) In November, 1966, the project staff convened in Columbus, Ohio, to review the reorganized and expanded background materials and the work accomplished on various role simulations. The project staff reviewed the entire set of materials to provide judgments on (a) the logical consistency of the large amount of information presented; (b) the consistency of interrelationships among the various simulated positions and the problems presented in them; and (c) specific errors in content or presentation. Information gathered for three sets of prototype feedback materials was also presented and reviewed. Content

suggestions for team problems were also made.

(7) Following the meeting all five simulated roles were revised. Revisions were based in part upon suggestions made by the various staff members participating in the project.

(8) Revised simulation materials were forwarded to the UCEA staff where a final review was undertaken and additional refinements in the materials achieved. The various publications and audio-visual media were then readied for reproduction.

(9) After appropriate arrangements were made with different agencies, all the materials were reproduced for distribution to those interested in using them in the preparatory programs for educational administrators.

III. Content of the Simulations

Since multiple copies of all the varied and many materials developed in the project are being provided as supplements to this report, only a brief description of the content of the simulation materials will be provided. Names of persons responsible for preparing various parts of the simulation will be included.

Richard Wynn, University of Pittsburgh, was responsible for gathering and organizing general background information for the various simulations. This information was presented in written and audio-visual media. The background information for the Madison Simulated School District includes the following:

(1) A school-community survey - a 197 page document describing salient aspects of the Madison School District and its environment.

(2) Excerpts from the legal code - a 48 page booklet which outlines major legal provisions for schools in the State of "Lafayette."

(3) A Policy Handbook - a 50 page booklet in which the major policies of the Madison Board of Education are explicated.

Three filmstrips of approximately 100 frames each also provide general background information on school personnel and the school district, on Madison Township and the surrounding communities, and on the educational program and facilities of the district. Each filmstrip is accompanied by a taped narration. The filmstrips, as well as the various written background information, provide data pertinent to all the role simulations in "Madison."

Thurston Atkins, Teachers College, Columbia University, prepared the simulated situations for the "Edison" Elementary Principalship. Background information for the Elementary Principalship include:

(1) A 7 page case study dealing with relationships between faculty and administration.

(2) A curriculum abstract - a 20 page outline of the elementary school curriculum in Madison.

(3) A staff evaluation report - a summary report describing staff personnel.

(4) Miscellaneous materials - including a report on how role incumbent moved into job, a floor plan, student test data, report cards, and background data for role-playing situations.

A 54 frame filmstrip with accompanying taped narration also provides special background information on the Edison Elementary School. Its content is supplementary to the general background filmstrip and complementary to information provided in the written background information on the elementary principal's role. Additional information is presented in a special background tape recording featuring the previous Edison Principal as he describes each member of the teaching staff in a conference with the new role incumbent.

Decision problems are simulated in part through in-basket items. There are two sets of in-basket items containing approximately 20 items each to which students respond. The first in-basket is structured to simulate the early part of the year when the role incumbent is new to his position. The second in-basket contains problems which should logically occur at a later point in the year when the role incumbent would be more familiar with his position and role background. A set of materials including letterheads, memo pads, and other expendable items which students use in responding to the in-basket items is also provided.

Decision problems are also presented through tape recordings. Several taped episodes of incidents in the school requiring decisions on the part of the principal are provided. These are designed to be used in connection with the in-basket problems.

Additional decision problems are contained in a 10 minute black and white film which depicts a fourth grade social studies class. This film was produced by the Photography Department of the Ohio State University.

Hugh Laughlin and Donald Anderson of the Ohio State University were responsible for developing the "Madison" Secondary Principalship simulation. The written background information for this simulation includes the following:

(1) A course offerings booklet - a 66 page booklet in which are described the curricular offerings of the Madison Senior High School.

(2) A packet of organized data - included is background information assembled by a secretary for the new role incumbent, a bulletin to teachers, a bulletin to students, and a report from the superintendent.

(3) A teachers' manual - a handbook of information for teachers on

administrative practices and general operating procedures.

(4) An intern's report - a description of the workings of Madison Senior High School as seen by a former intern.

A 55 frame filmstrip accompanied by a tape-recorded narration is utilized to provide special information on the Madison Senior High School. The content of this filmstrip is supplementary to the general background filmstrip and complementary to other background information for the secondary principal's role.

Decision problems are presented in two sets of in-basket items designed specifically for the secondary principal. They are similar to the in-basket items described for the Edison Elementary Principalship. Letterheads, memo pads, and other items are also provided to aid decision makers in instructional situations.

Five tape-recorded episodes also provide decision-making situations which complement in-basket problems. These episodes may serve as a "jumping-off" point for role-playing situations. Additional taped episodes within Madison Senior High School are provided as "interruptions" for in-basket work.

Finally, a 12 minute black and white film showing the closing minutes of an eleventh-grade American history class and the opening minutes of a twelfth-grade social studies class presents decision problems for instructional use. A female and male teacher are presented as they conduct their respective classes. This film, developed in conjunction with the Madison Public Schools Simulation Materials, was produced by the Photography Department, the Ohio State University, in cooperation with UCEA.

Ben Harris, University of Texas, was responsible for preparing the simulations for the Assistant Superintendent for Instructional Service. Written background

information for this administrative role includes the following:

(1) An orientation study - a brief look at how the role incumbent moved into his position.

(2) A sociological study - a brief description of the sociological climate of the central office.

(3) A news item - an item from newspaper announcing the appointment of Assistant Superintendent for Instructional Service.

(4) A letter from the Superintendent - Superintendent provides information concerning the conditions of appointment to the new position.

(5) A file of selected written materials - information left for the new role incumbent by the former assistant superintendent.

(6) Budget - a copy of the proposed budget for the school district for the year ahead.

(7) A teachers' handbook - handbook of information for high school teachers which includes data on operating procedures.

A 55 frame filmstrip with taped narration provides special background information for the role of Assistant Superintendent for Instructional Service. The content in the filmstrip is designed to supplement the general background filmstrip and complement the written background information for the role as described above.

Two sets of in-basket items present decision problems designed especially for the Assistant Superintendent for Instructional Service. In-basket items provided have a rationale similar to the other administrative roles described above. Also the letterheads, memo pads, and other materials prepared for use in instructional situations

are similar to those described for other administrative roles.

Walter Hack and Donald Anderson of the Ohio State University prepared the simulations for the Assistant Superintendent for Business Management. The written background information prepared for this role includes:

(1) An annual budget - a copy of the proposed budget for the school district for the year ahead.

(2) A memorandum on the reorganization of the business office - a suggested plan for reorganization of the business office of the district.

(3) A facts and figures booklet - contains facts and figures concerning the district and its business operations.

(4) A survey report - a report of a Citizen's Advisory Committee on property and building needs.

A filmstrip of approximately 100 frames accompanied by a tape recorded narration was developed to provide special information on the role of the Assistant Superintendent for Business Management. The content of the film extends information presented in the three general background filmstrips and provides data specifically relevant to decisions simulated for the business manager.

Two sets of in-basket items present decision problems designed specifically related to the responsibilities of the Assistant Superintendent for Business Management. Approximately 50 items are included in the two sets.

Several taped episodes of incidents relevant to the Assistant Superintendent for Business Management are also included. These are designed to present decision situations which can be used in relation to in-basket problems.

Glenn Immegart, University of Rochester, was responsible for preparing simulation materials for the "Madison" Superintendency. The written background information for the simulations includes:

(1) An orientation to role - a brief look at how the role incumbent moved into his position.

(2) A sociological study - a brief description of the sociological climate of the central office.

(3) A news item - a newspaper announcement of the appointment of new Superintendent.

(4) A letter from the board president - contains information relative to new position.

(5) A letter from town councilwoman - outlines areas of school-community cooperation.

(6) A file - important papers and suggestions from the outgoing Superintendent.

(7) An annual budget - a copy of proposed budget of school district for the school year ahead.

A series of five tape-recorded problem episodes which occurred during the final two years of previous Superintendent's tenure of office provide additional background information.

Decision problems are presented in different ways. One packet contains a set of five interaction problems and a case study dealing with the selection of a department head at Madison Senior High School. The former are designed for role-playing episodes and the latter for general class discussion. Two sets of

in-basket items designed specifically for the Superintendent are also developed. Finally, several taped episodes to be used as interruptions during work on the Superintendent's in-baskets also present decision problems.

In addition to the materials mentioned above, the Madison School District simulation contains special "feedback" and "team problem" items. Robert Ohm, University of Oklahoma, developed prototype feedback materials based upon game theory. A series of decision problems in the form of programmed cartooning was designed by Robert Sweitzer, Pennsylvania State University. Wailand Bessent, University of Texas, utilized computer assisted instructional methods to produce a prototype feedback problem for an administrative in-basket problem.

The "team problems" were designed to stimulate role playing and interaction between various role incumbents. Donald Anderson, Ohio State University; Robert Ohm, University of Oklahoma; and Terry Eidell and Kenneth Harris of the UCEA Central Staff combined efforts to construct items which require interaction among various administrators in the simulated school system.

Special materials for the instructor planning to use the simulation were also developed. This packet of materials contained instructors' guides for all five roles simulated, the three prototype feedback problems, and five "team" problems. The instructors' guides provide (1) suggestions for utilizing the simulation materials and (2) different ways of conducting workshops and class situations.

IV. Reproduction and Distribution of the Madison Simulated Materials

The written materials, when completed, were reproduced by Interstate

Printers and Publishers, Danville, Illinois. Films of classroom scenes were reproduced in quantity through the Ohio State University Photography Department. The Speech Department of the Ohio State University produced the numerous tape recordings developed in the simulated Madison School District. All the above agencies now participate in the distribution of the materials to universities desiring to use them.

Twenty-one institutions have acquired sets of simulation materials dealing with the "Edison" Elementary Principalship; seventeen have obtained the "Madison" Secondary Principalship; two universities have used the role simulation for the Assistant Superintendent for Instructional Service; five have chosen to use simulation materials for the Assistant Superintendent for Business Management; and eleven have used the new simulation materials for the Superintendent. It is anticipated that the number of users will increase substantially during 1968.